

DOCUMENT RESUME

ED 407 975

JC 970 315

TITLE Consultation Handbook, September 1996.  
 INSTITUTION California Community Colleges, Sacramento. Office of the Chancellor.  
 PUB DATE Sep 96  
 NOTE 20p.  
 PUB TYPE Guides - Non-Classroom (055) -- Legal/Legislative/Regulatory Materials (090)  
 EDRS PRICE MF01/PC01 Plus Postage.  
 DESCRIPTORS \*Administrator Guides; Administrator Responsibility; \*Administrator Role; \*College Governing Councils; Community Colleges; \*Consultation Programs; \*Cooperative Planning; \*Governance; Meetings; State Programs; Two Year Colleges  
 IDENTIFIERS California Community Colleges

ABSTRACT

Describing procedures and policies related to the consultation process established by the Board of Governors of the California Community Colleges, this handbook is designed as a reference for participants on the state's Consultation Council, composed of the system Chancellor, representatives from college-based organizations, and representatives from state associations. The first sections set forth the Board of Governor's policy on consultation and its official Standing Orders on Consultation, describing the roles of district boards of trustees and chief executive officers, academic and student senates, the Consultation Council, special committees, and the Board. The next section contains the Executive Orders on Consultation for the Chancellor's Office, detailing the composition of the Council; instructions for introducing items into consultation; the responsibilities of organizations represented on the Council; the roles of parties not represented on the Council, the Chancellor, and the Chancellor's staff; and procedures related to Council meetings, training participants, and distributing consultation materials. The next sections present sample formats for entering issues into consultation, including a digest, information paper, and concept paper; a list of 1996-97 Council representatives; and a list of Chancellor's Office staff closely involved in consultation. The final sections list Council meeting dates from September 1996 to November 1997 and provide charts of the status of items in consultation and related task groups. (HAA)

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# CONSULTATION HANDBOOK

September 1996

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California Community Colleges

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## CONSULTATION HANDBOOK

*This Consultation Handbook was designed to provide Council members with an easy reference source to key materials on Consultation.*

*Pages 1 and 2 set forth the Board of Governor's Policy on Consultation; pages 3-5 detail the Standing Orders of the Board on Consultation and pages 6-8 contain the Chancellor's Executive Orders on Consultation, which implement the Board's Policy and Standing Orders.*

*Pages 9, 10, and 11 are the three formats for entry of all issues into Consultation, consisting of a Digest, an Information paper, and a Concept paper.*

*Pages 12-14 list the names, addresses and telephone numbers of representatives to the Consultation Council, as well as the staff of the chancellor's Office closely involved in Consultation.*

*Page 15 lists the meeting dates for the Consultation Council for the period September 1996 to November 1997.*

*Page 16 is a sample chart depicting the status of items in Consultation and the composition of task groups formed to work on issues.*

## **Board of Governors Policy on Consultation**

Recognizing that the Board of Governors has the statutory responsibility to provide leadership, direction, and oversight for community colleges while preserving the maximum degree of local authority and control; and recognizing that the Board cannot carry out this responsibility without established methods of developing and deciding policy; the Board of Governors directs the establishment of a Consultation Process.

The Consultation Process shall have as its purposes to: (a) assist the Board of Governors in its statutory roles; (b) enhance the effectiveness of the colleges in achieving their established mission; (c) improve trust, communication, and mutual understanding between the systemwide governing body and the districts and institutions; (d) provide a structure for collaborative leadership that aims to maximize a sense of shared vision and common purpose within the California Community Colleges; and (e) make educational decisions which are in the best interests of the students, the system, and the State.

The Board recognizes the impossibility of establishing a process that involves everyone at all stages of policy development, and therefore, asks local institutions, statewide constituencies, and concerned individuals to provide review and advice in accordance with the established order and sequence of the process. Before its various stages are completed, however, the Process must provide those concerned with a meaningful opportunity to review and comment on the proposed policy.

The Consultation Process further shall not be established as the exclusive method of providing policy input to the Chancellor and Board of Governors. Instead, the Process establishes the usual method and sequence for developing policy, recognizing the rights of all to disagree with a particular result after they have exercised the opportunity to participate in shaping that result. Once having participated, any concerned district, individual or statewide constituency retains the right to provide its advice and comment directly to the Board of Governors as it deliberates on the proposed policy.

As consultation is carried out the Board expects local boards, faculty, staff, administrators and students to function with respect for divergent opinions, a sense of mutual trust, and a willingness to work together for the good of the educational enterprise. The ideal of equity in providing educational opportunity for all students is to be the appropriate center of the Consultation Process.

The Consultation Process is to recognize the basic principles of academic governance in higher education and that authority derives not only from the powers vested by law in governing boards and their staffs but also from the knowledge of academic disciplines and pedagogy which the faculty possess. Because both sources of authority are vital to the development and implementation of sound educational policy, the Board of Governors wishes to encourage to the

greatest extent possible the practice of collegial forms of governance. Collegial governance recognizes and, indeed, is predicated upon the sincere commitment of faculty to their students, their profession, and their institutions through a process which includes both shared decision-making and the delegation of responsibility to faculty in academic and professional matters.

Also the Consultation Process developed is to include students in a manner appropriate to their status as adults and as learners. The participation of students in the development of policies which affect them at the local and systemwide levels should, therefore, expressly recognize that the purpose of involving students in the policy development process is a dual one: participation should provide opportunities for responsible student advice on major policy questions, and participation should provide educational opportunities for students to learn about policy issues and consultative processes at the local and systemwide levels.

## **Standing Orders of the Board of Governors on Consultation**

### **330. General.**

The Chancellor shall represent the Board in the system consultation process established pursuant to Education Code Section 70901. (EC §70901) In carrying out this responsibility, the Chancellor shall routinely inform the Board of the status of items in Consultation, and there will be a place on the regular agenda for the full Board to provide input to the Chancellor and the Consultation Process.

### **331. District Boards of Trustees and Chief Executive Officers.**

Local boards of trustees and their chief executive officers, to the extent possible, should conduct deliberations and take positions on recommendations that are being developed in Consultation, or that are before the Board of Governors. Local boards and their chief executive officers should involve their faculty, staff, and students in these deliberations, and should clearly communicate their positions not only to those who represent them, but also to the Chancellor and Board of Governors. The Board of Governors, or a committee thereof, shall meet three times per year with the systemwide trustee executive board (CCCT) to discuss the Basic Agenda for the system, the proposed budget for the system, the annual legislative priorities, as well as governance relations and the effectiveness of the Consultation Process.

### **332. The Academic Senate.**

(a) Consistent with the intent of 53206 of Title 5 of the California Code of Regulations, the Board of Governors recognizes The Academic Senate of the California Community Colleges as the representative of community college faculty on academic and professional matters.

(b) The appointment of faculty to councils, committees, and task forces established in conjunction with Consultation to deal with academic and professional matters on the systemwide level shall be made by the Academic Senate; provided, however, that where such councils, committees, or task forces established in conjunction with Consultation have organizational representatives, these representatives shall be appointed by the respective organizations.

(c) The Academic Senate, in conjunction with the Chancellor and designated staff, will initiate and/or respond to requests to develop policy on academic and professional matters. The identification of such matters will be made by the Chancellor, in consultation with the Consultation Council. Throughout the Consultation Process, the advice and judgment of The Academic Senate will be primarily relied upon whenever the policy involves an academic and professional matter. In providing this advice and judgment, The Academic Senate is committed to engage and consider the views of participants in Consultation, the affected community college constituencies, the general public, and other comments and concerns the Chancellor is legally required to consider.

### **333. Student Senate.**

(a) Pursuant to established Board policy on the participation of students in governance, and in order that the students of the California Community Colleges may have a formal and effective procedure for participating in the formation of systemwide policy adopted by the Board of Governors, a Student Senate has been established through ratification by local student body governments.

(b) The Board of Governors recognizes the Student Senate as the representative of community college students in the Consultation Process and before the Board of Governors and Chancellor's Office.

### **334. Consultation Council.**

(a) The Chancellor shall convene and regularly meet with a Consultation Council composed of representatives of selected community college institutional and organizational groups.

(b) As a condition for participation on the Consultation Council, each group participating as either an institutional or organizational member will make the following commitments:

(1) Each group, insofar as it participates in Consultation, will commit to promote the development of policy which is in the best interests of students, the system, and the State;

(2) Each group will commit to first attempt to use the Consultation Process for pursuing recommended policy changes or recommended policy that can be dealt with in the Consultation Process;

(3) Each group will commit to strive to accept and accommodate the consensus reached in Consultation, although each group will retain the ultimate right to excuse itself from Consultation on a particular issue or the ultimate right to take an issue to a different arena; and

(4) Each group will agree to attend Consultation meetings, complete any work it agrees to undertake, and communicate with and involve the constituency it represents.

(c) On an issue-by-issue basis, when the Chancellor, in consultation with the Consultation Council, determines that the participation of certain other community college organizations is necessary to informed discussions of the Consultation Council, the Chancellor shall provide for the participation of such organizations in the discussions of the Consultation Council. In addition, meetings of the Consultation Council shall be open and public; and agenda materials, minutes, and other documents discussed by the Council will be made available, at the cost of production, to interested parties.<sup>5</sup>

(d) The Chancellor shall consult with the Consultation Council regarding all matters to be developed, implemented or evaluated through the Consultation Process, including the coordination of policy development. Matters subject to Consultation include the following:

(1) Policies adopted by the Board, including regulations, general policies, The Basic Agenda, standing orders, and procedures for the adoption of regulations;

(2) Recommendations of the Board of Governors to the Governor and/or the Legislature, including the annual systemwide legislative program, the annual proposed budget for the California Community Colleges, and positions of the Board of Governors on legislation affecting community colleges;

(3) Executive orders of the Chancellor;

(4) Recommendations of the Chancellor, a member of the Consultation Council, or other organization to change Board policy;

(5) The process to be used for developing a policy to be recommended to the Board of Governors;

(6) The alleged failure of the Board of Governors, the Chancellor's Office, or districts to perform legal responsibilities—in order to provide advice regarding appropriate steps that should be taken from within the system.

### **335. Special Committees.**

(a) The Chancellor, in consultation with the Consultation Council, is authorized to establish special consultation committees of limited duration and specific function. Such committees shall report any recommendations to the Chancellor and the Consultation Council.

(b) The Chancellor or Chancellor's Office may establish committees, task forces, or work groups where the principal and primary reason for the formation of the group is to provide technical assistance to college program staff, to provide in-service training for college program staff, or to provide a vehicle for communication about adopted policy and policy implementation. To the extent that such committees, task forces, or work groups develop opinions that policy changes are needed, they will express their views in the form of a Consultation Digest, and the matter will be referred to Consultation.

### **336. Board of Governors.**

While giving due deference to recommendations of the Chancellor which have been developed through Consultation, the Board of Governors reserves the right to reject such recommendations or adopt different recommendations. When time allows, and further input from Consultation can help to address the Board's concerns or enable the Board to more fully understand the issues before it acts, the practice of the Board will be to provide direction to the Chancellor and to allow additional time for Consultation. While the Board will make every attempt to accept recommendations of the Chancellor developed through Consultation, when rejecting or adopting a different recommendation, the Board of Governors will provide a clear and substantive rationale which the Chancellor shall report back to the Consultation Council.

### **338. Rights of Participants to Address the Board.**

Once having participated in the Consultation Process, any interested party retains the right to provide advice and comment directly to the Board of Governors as it deliberates on the proposed policy.

### **342. Implementation.**

The Chancellor shall adopt such Executive Orders as are necessary to implement these standing orders as well as the Board policy on consultation. Such Executive Orders shall be developed through Consultation and shall address, among other matters:

- (a) The membership of the Consultation Council;
- (b) The role of the Chancellor and Chancellor's staff;
- (c) The manner in which organizations and interested parties not otherwise a member of the Consultation Council can participate in the consultation process; and
- (d) Meetings, notices, agendas, other procedural matters for the Consultation Council.
- (e) Training for participants in Consultation

The Chancellor, at least once every three years, shall provide for a review and evaluation of the Consultation Process.

## **Executive Orders of the Chancellor on Consultation**

### **Preface**

The Board of Governors has adopted an overall policy on Consultation as well as Standing Orders (Sections 330-342) which establish the basic structure of the Consultation Process. The Standing Orders further direct the Chancellor to adopt such Executive Orders as are necessary to implement these Standing Orders and Board Policy. The following Executive Orders are established to carry out this directive.

### **1. The Consultation Council.**

The Consultation Council shall consist of the Chancellor of the California Community Colleges and the following membership:

#### **Institutional Representatives**

- 2 chief executive officers of community college districts, who shall be selected by the Chief Executive Officers of the California Community Colleges
- 2 community college faculty members, who shall be selected by The Academic Senate
- 2 students, who shall be selected by the Student Senate
- 1 chief business officer, who shall be selected by the Association of Chief Business Officers
- 1 chief student services officer, who shall be selected by the California Community Colleges Chief Student Services Administrators Association
- 1 chief instructional officer, who shall be selected by the Chief Instructional Officers of the California Community Colleges
- 1 chief human resources officer, who shall be selected by Chief Human Resources Officer/Affirmative Action Officer

#### **Organizational Representatives**

- 1 representative of the Association of California Community College Administrators
- 1 representative of the California Student Association of Community Colleges
- 1 representative of the Community Colleges Association/California Teachers Association
- 1 representative of the California Community Colleges/California Federation of Teachers
- 1 representative of the California Community Colleges Independents
- 1 representative of the Community College League of California
- 1 representative of the California School Employees Association
- 1 representative of the Faculty Association of California Community Colleges

To further inform and facilitate discussion, the Chancellor may invite other organizations, individuals, and staff to participate in selected discussions of the Council.

## **2. Introducing Items into Consultation.**

Whenever the Chancellor or any institutional or organizational member of the Consultation Council proposes that the Chancellor or the Board of Governors address an issue, it should be brought forward to the Consultation Council in the form of a "Consultation Digest" which clearly and succinctly defines the issue or problem to be addressed, provides a brief background on the issue, and describes the various alternative approaches to addressing the issue. Consultation Digests are to be in writing. By first addressing Consultation Digests instead of fully-developed legislative, regulatory, or other proposals, the focus will be on: whether the issue is one which requires attention, how the issue should be defined and addressed, and what the best forum is for developing a draft solution to be further considered in Consultation.

## **3. Responsibilities of Organizations with Members on the Consultation Council.**

Organizations who appoint institutional or organizational representatives to the Consultation Council shall establish and maintain procedures: for communicating with their constituencies, for securing the input and views of their constituencies, and for representing the views of their constituencies.

## **4. Roles of Organizations and Parties Other Than Those on The Consultation Council.**

Community College Organizations other than those on the Consultation Council are requested to work through an appropriate organization which is on the Consultation Council, and to otherwise communicate advice and concerns to the Chancellor. Organizations and parties other than those on the Consultation Council can propose items to be considered in Consultation. The preferred approach is to work with a member organization to develop a proposal that can be sponsored by the member organization. In addition, organizations and parties outside of the Consultation structure can comment to the Chancellor and/or the Board of Governors on any item that is being considered in Consultation. When regulations are involved, these organizations and parties have a legal right to make such comments, and the Chancellor and the Board of Governors are required by law to consider such comments.

## **5. Roles of the Chancellor and Chancellor's Staff.**

(a) The Chancellor will promote efforts to obtain jointly-developed recommendations arrived at through Consultation. While substantial deference will be afforded to jointly-developed recommendations, the Chancellor reserves the right to make a different recommendation to the Board of Governors. Also, in the event that, despite good faith efforts, consensus has not been reached through Consultation, and there is a need to act, the Chancellor reserves the right to take a recommendation to the Board of Governors. In either instance, it will be the practice of the Chancellor, before taking a recommendation to the Board, to discuss with the Consultation Council his or her concerns with any problematic recommendations and his or her reasons for recommending a different action.

(b) Chancellor's staff, as the agents of the Chancellor in the Consultation Process, also have the obligation to promote efforts to obtain jointly-developed recommendations arrived at through Consultation. Chancellor's staff shall serve as a resource to organizations that appoint the institutional representatives of the Consultation Council. Responsibilities of the Chancellor's

staff shall include attending and participating in meetings of the executive bodies of such organizations, serving as a resource on information about policies being developed in Consultation, and, upon request, assisting with the development of the meeting agenda for such organizations.

#### **6. Meetings of the Consultation Council.**

(a) **Agendas:** The meeting agenda for the Consultation Council will be prepared and distributed to council members at least ten days in advance. The Chancellor, using mechanisms designed to solicit input from council members, will determine the agenda for the meeting.

(b) **Schedule of Meetings:** The Chancellor shall recommend a schedule of meetings for the Consultation Council.

(c) **Open Meetings:** Meetings of the Consultation Council are open to all interested persons or organizations who wish to observe the discussions and deliberations.

(d) **Expressing Advice:** As a general rule, when the Council formulates its overall advice to the Chancellor the advice should represent the consensus of all or most members of the Council. When consensus has not been reached as to the advice to be given, this fact should be noted, and other methods of indicating agreement with the advice (including majority vote) may be used.

(e) **Summary of Meeting:** Within ten days after a meeting of the Consultation Council, the Chancellor's Office shall provide a summary of the meeting. The summary will indicate the disposition of the various items considered by the council, including the advice provided to the Chancellor.

#### **7. Training for Participants.**

Members of the Consultation Council and the executive boards of the organizations who appoint institutional representatives to the Consultation Council shall annually be provided training regarding the Consultation Process. The training shall include, but not be limited to, the purposes and mechanics of the process, and methods for resolving disputes and achieving consensus.

#### **8. Distribution of Consultation Materials.**

(a) **General Availability:** Any person or organization not otherwise provided Consultation materials at the Chancellor's Office expense may subscribe to such materials. In addition, Consultation materials will be made available electronically for those wishing to access such materials.

(b) **Board of Governors:** The Board of Governors will be provided all Consultation Digests, agendas for the Consultation Council, and summaries of meetings of the Consultation Council.

(c) **Presidents, Boards of Trustees:** Presidents of local boards will be provided all Consultation Digests, agendas, and summaries of meetings of the Consultation Council.

(d) **Chief Executive Officers:** District and College chief executive officers will receive all Consultation Digests, agendas, and summaries of meetings for the Consultation Council.

(e) **Members of the Consultation Council:** Members of the Consultation Council will receive all Consultation Digests, agendas, and summaries of meetings of the Consultation Council.



*Digest means an item that has been through internal review of the Chancellor's Office and the review entities. The item now has form and substance, and is officially "entered into Consultation." The Council reviews the item and provides advice to the Chancellor.*



*Concept means an item that someone—an institutional association or someone outside the process—would like to have considered, but they are unsure of what form the concept should take. This is brought to the Council for input on the direction the item should take.*



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(1996-97)**

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**THE CONSULTATION COUNCIL**

**Meeting Dates**

**1996-97**

September 19, 1996

October 17, 1996

November 21, 1996

January 16, 1997

February 13, 1997

March 20, 1997

April 17, 1997

May 22, 1997

June 12, 1997

July 17, 1997

August 14, 1997

September 18, 1997

October 16, 1997

November 20, 1997

**STATUS OF CONSULTATION ITEMS/TASK GROUPS**  
**July 1996**

| CONSULTATION<br>ITEMS<br><i>Date Entered:</i> | Title<br>Structure and Funding of<br>Chancellor's Office<br>4/18/96                                                 | Title<br>175-Day Rule/<br>Academic Calendar<br>5/5/95                                                                                                                                                       | Title<br>Capital Outlay<br>Handbook<br>8/24/95                                                                                                                      |
|-----------------------------------------------|---------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                               | <i>Issue:</i>                                                                                                       | <i>Identify potential reforms.</i>                                                                                                                                                                          | <i>Review draft prior to distribution.</i>                                                                                                                          |
| <i>Organization*<br/>(Task Group)</i>         | <i>Status: Task group formed 5/16/96 to<br/>prepare proposal for Council review.<br/>First meeting held 6/4/96.</i> | <i>Status: Task Group to reach agreement on lan-<br/>guage only prior to regulation changes going to Bd.<br/>In Sept. for 1st reading. Regs to be finalized in Dec.<br/>and models issued concurrently.</i> | <i>Status: Task Group to review recommendations<br/>from field and develop second draft. First<br/>meeting on Feb. 1. Task Group to complete<br/>work by 11/96.</i> |
| ACBO                                          |                                                                                                                     | X                                                                                                                                                                                                           | Two representatives                                                                                                                                                 |
| ACCCA                                         |                                                                                                                     |                                                                                                                                                                                                             |                                                                                                                                                                     |
| ACAD. SENATE                                  | X                                                                                                                   | X                                                                                                                                                                                                           | Two representatives                                                                                                                                                 |
| Cal SACC                                      |                                                                                                                     |                                                                                                                                                                                                             |                                                                                                                                                                     |
| CCC/CFT                                       |                                                                                                                     | X                                                                                                                                                                                                           |                                                                                                                                                                     |
| CCA/CTA                                       | X                                                                                                                   |                                                                                                                                                                                                             |                                                                                                                                                                     |
| CCCCSSAA                                      |                                                                                                                     | X                                                                                                                                                                                                           | Two representatives                                                                                                                                                 |
| CCCI                                          |                                                                                                                     |                                                                                                                                                                                                             |                                                                                                                                                                     |
| CCLC/CCCT                                     | X                                                                                                                   |                                                                                                                                                                                                             |                                                                                                                                                                     |
| CEOCCC                                        |                                                                                                                     | X                                                                                                                                                                                                           | Two representatives (JK-Chair)                                                                                                                                      |
| CHRO/AAO                                      |                                                                                                                     | X                                                                                                                                                                                                           |                                                                                                                                                                     |
| CIOCCC                                        |                                                                                                                     | X                                                                                                                                                                                                           |                                                                                                                                                                     |
| CSEA                                          |                                                                                                                     |                                                                                                                                                                                                             | Two representatives                                                                                                                                                 |
| FACCC                                         | X                                                                                                                   |                                                                                                                                                                                                             |                                                                                                                                                                     |
| STUDENT SENATE                                | X                                                                                                                   | X                                                                                                                                                                                                           |                                                                                                                                                                     |
| Other:                                        |                                                                                                                     |                                                                                                                                                                                                             | Two District Facilities Directors                                                                                                                                   |
| Other:                                        |                                                                                                                     |                                                                                                                                                                                                             | Two Architects                                                                                                                                                      |
| Chancellor's Office                           | TN (Lead)                                                                                                           | TN                                                                                                                                                                                                          |                                                                                                                                                                     |
| Legal Affairs                                 |                                                                                                                     |                                                                                                                                                                                                             |                                                                                                                                                                     |
| Curr & Instruct. Res.                         |                                                                                                                     | RC                                                                                                                                                                                                          | Two representatives                                                                                                                                                 |
| Gov. Relations                                |                                                                                                                     |                                                                                                                                                                                                             |                                                                                                                                                                     |
| Pol. Analysis & Dev.                          |                                                                                                                     |                                                                                                                                                                                                             |                                                                                                                                                                     |
| Student Services                              |                                                                                                                     | TSS                                                                                                                                                                                                         | Two representatives                                                                                                                                                 |
| Other: Human Res.                             |                                                                                                                     | JP (Lead)                                                                                                                                                                                                   |                                                                                                                                                                     |
| Other: Facilities Plng.                       |                                                                                                                     |                                                                                                                                                                                                             | Two Facilities Planning Specialists                                                                                                                                 |